POLICIES FOR THE 1990'S

RECREATION:

A WORKING PAPER

Manitoba
Culture, Heritage
and Recreation

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A WORKING PAPER

TOWARDS A MANITOBA POLICY ON RECREATION

PREFACE

This paper is a working document which represents the culmination of a province-wide effort to define for the 1990's a forward-looking Manitoba policy for recreation. The call for input from the people of Manitoba began a year ago when my department of Culture, Heritage and Recreation organized a tour throughout the province to elicit from Manitobans what their needs, concerns, and ideas were for the future direction of recreation policies and initiatives. Throughout the eight regional public meetings, as well as individual meetings with recreation organizations and associations, written and oral presentations demonstrated a tremendous interest in the development of a paper which would reflect current realities in the Manitoba context.

The individuals and groups who took the time to talk to me about their communities and their own personal experiences relating to recreation, culture, heritage and libraries were indicative of a strong and caring presence of citizens concerned about issues of community self-help and revitalization.

I want to thank in particular the volunteers who attended these meetings. I have learned a great deal over this past year from their commitment to recreational activities, from their involvement with their libraries, museums, community clubs, associations, recreational facilities, and from their passions for their communities. In a sense, this working paper is a reflection of their hard work to heighten public interest in the social value of leisure services.

As I noted at our meetings and in my letters to you, recreation has become a central force to the health not only of individuals, but of our communities. Many questions were raised throughout the consultation process which reflected this growing awareness.

While the recreation delivery system throughout Manitoba has changed substantially over the past two decades, it has become increasingly clear that shifting expectations and experiences have stimulated a demand for more consistent progress. Your input has underlined this need.

As our society grows more and more complex, critical issues have emerged which have made it incumbent on all of us to connect recreational activities to the alleviation of the stresses and entanglements of our lives. In pursuit of directions for the future, it is imperative that we begin to answer fundamental questions regarding the development of more opportunities for Manitobans to enhance self-growth and improve quality of life for all.

What are the needs of Manitobans in relation to recreation? How can those of us involved in the recreation field be responsive to more of our communities? How do we tackle future needs?

This paper has been prepared as a follow-up to our consultations. In this report, we are attempting to bring the delivery of recreation programs into the 1990's. It does so by providing an historical overview of the programs and initiatives in recreation, a definition of recreation that encompasses our changing needs, and program and policy directions for our future.

It is my hope that all Manitobans who have a responsibility for recreation or an interest in it will provide further suggestions and commentary on the content and issues in this paper in order that we may finalize the provincial policy on recreation.

Judy Wasylycia-Leis

The Honourable Judy Wasylycia-Leis
Minister of Culture, Heritage & Recreation
Province of Manitoba

November 1987

INTRODUCTION

Organization of the Paper

This paper sets out to describe for interested Manitobans a context for considering recreation directions for the 1990's. It begins by outlining the **policy development process** undertaken and materials provided as a part of the regional tour. Further, it explores the concept of a shared responsibility for recreation agreed to by the federal and provincial governments in 1983.

A history on the **development of recreation** in the province then provides a context for understanding the current system. As a short history, it does not attempt to encompass every event of significance, but points to the need to consider longer-term directions. Included is a description of the programs administered within the Department of Culture, Heritage and Recreation which bear directly on recreation. Municipal responsibilities are then laid out, followed by a description of the state of existing legislative powers established to support recreation.

The major section, **Directions for a Recreation Policy,** contains three main components: a section dealing with the **principles** framing the development of the policy, a section on the **benefits of recreation,** and a third component, **demographic changes and barriers to participation,** raises issues of concern for high-priority program recipients: **the elderly, the disabled, the ethnocultural communities, Natives and the economically disadvantaged.**

The **program directions** component then deals with program implications resulting from the principles outlined and from the issues highlighted during consultation and review. Potential areas for change in administration of various programs are outlined for discussion.

Within the Program Directions component, a section dealing with the **Promotion of Recreation** highlights the need to increase the profile and level of awareness of the benefits and issues inherent in recreation programs and services. This and other sections call for a larger coordinating role for Manitoba Culture, Heritage and Recreation.

The Policy Development Process

Between October 28, 1986 and March 25, 1987 a series of public meetings were held in Selkirk, Carman, Brandon, Thompson, Dauphin, Beausejour, and Winnipeg. These meetings began with an address by the Minister of Manitoba Culture, Heritage and Recreation. A discussion document, which was distributed to those in attendance and those who subsequently requested copies, summarized topics of interest. It was used as a tool to frame the discussions at the meetings and generate the input which followed.

Once the consultations were completed, Manitoba Culture, Heritage and Recreation compiled the taped records of the meetings, reviewed all the briefs submitted, and began a thorough reassessment of its mandate. This paper summarizes that process to date.

Comments and briefs are welcome prior to the tabling of a final document which will be released in the spring of 1988.

Development of Recreation in Manitoba

The province established its role in consultation, leadership development, and resource sharing in recreation during the latter part of the nineteenth century. The seeds of today's recreation services were first sown with the establishment of municipal park areas.

At the time the provision of public parks was one of its first priorities. In the late 1800s, Manitoba cities and towns were springing up across the prairie. As land was gobbled up for settlement, local governments saw the need to secure open spaces for the use and enjoyment of the general public. In 1892, the province of Manitoba passed the Public Parks Act which enabled cities of 25,000 or more to acquire 600 acres of land, while towns could acquire 100 acres for parks. In 1893, the first Winnipeg Parks board was appointed. As the province's population grew, other Manitoba cities also engaged boards to be responsible for local park development.

Early parks were quiet places. Boisterous activities were discouraged and play areas were not included in the plans. By-laws forbade, for example, walking on the grass.

Despite this early "passive" use of parks, The National Council of Women, having identified other recreational needs, felt that recreation could contribute

to children's development. They saw the need for recreational programs in the inner city where parks were not abundant. The Council recognized the value of recreation to the individual and worked diligently for the establishment of playgrounds in Canada.

The playground movement was based primarily on the benefit of physical activities provided by play. Playgrounds also focused on local community needs and were designed with the then innovative concept of being operated close to family homes. Tightly scheduled games and competitions were the norm. Through activity, the values of work and fair play were transmitted.

Soon playgrounds began to involve more of the community, both as participants and as supporters. Playground programs were expanded to operate all year long. Local schools, toboggan runs and tennis courts become incorporated into the playground programs. Support came from community associations and civic clubs who took over hockey and skating, field days and fall fairs. Eventually, tracts of land in cities were reserved for recreational use under their care. However, as city populations grew, the responsibilities on these community organizations became too onerous. City Councils assisted through the development of community centres designed to be run by the community.

When municipal recreation services decreased after the depression of the 1930s, provincial governments stepped in to fill the gap. Provincial departments of the time offered low-cost recreational instructional programs such as gymnastics to unemployed youth and adults and to those with low incomes.

In the '40s, the Manitoba Physical Fitness Division of the Department of Education also developed physical fitness programs in the schools and stimulated community recreation programs. Emphasis was on leadership development. Communities cooperated by providing rent-free facilities wherever possible.

In the '60s, the emphasis on physical fitness gave way to a more global view of recreation: a view which incorporated both mind and body in recreational pursuits. Recreation broadened to include the area of creative arts and began to acknowledge the field of recreation for the disabled. At the time, however, recreation for the disabled was seen as a separate entity from mainstream programs. As more knowledge, financial support, equipment, leadership training and community expectation developed, recreation evolved and adopted a broader mandate than that of the first playground.

In 1982, the growing demand for trained recreation professionals led the University of Manitoba and the provincial government (through the University Grants Commission) to initiate a degree program to develop professionals in recreation. The University of Manitoba program is one of two recreation studies degree programs in Western Canada.

The public recreation system is based on the belief that access to basic recreation opportunities is the right of all citizens. Public recreation services began with the purpose of making its resources, then primarily parks, available to everyone.

Services have expanded to include recreation opportunities as well as resources. Throughout, the provincial government, in cooperation with the federal government, has lent support to the efforts of local governments. Grant structures for municipalities have been set up and the provinces have established roles in consultation, leadership development and resource sharing.

In 1983, provincial Ministers responsible for recreation and sport met in New Brunswick and adopted an inter-provincial recreation statement. This statement, among other things, outlines the roles for provinces and municipalities.

In 1983/84, a new department, the Department of Culture, Heritage and Recreation, was established out of Manitoba Fitness, Recreation and Sport and Manitoba Cultural Affairs and Historic Resources. This move cemented the recognition that cultural and historical pursuits were linked closely with recreational activities.

Today, our communities are undergoing rapid changes and the recreation system is attempting to adapt in order to meet emerging needs. Technology is one agent of change. Travel and communication have expanded our opportunities and offered us a global perspective. While the lives of early Manitoba communities were once told in photographs, life today is viewed on video.

Responding to the changes of our world is the major challenge to government, recreation professionals, community leaders, volunteers, and the responsible corporate citizens of the private sector in the recreation system.

Provincial and Municipal Mandates

The provincial role, as defined within the interprovincial recreation statement includes within available resources, the mandate to:

1. state a Provincial policy;
2. commit a high priority to ensure success;
3. ensure intragovernmental coordination within the province;
4. observe recreation trends and alert municipalities to evolution, and introduce social policies and legislation as necessary;
5. provide resources to municipal governments through incentive grants, training, facilities, consultative services and assistance to develop new programs;
6. utilize the educational system to develop a positive attitude about recreation and a sound philosophy of leisure;

7. to encourage provincial recreation organizations;
8. provide assistance to a viable delivery system at all levels of government and including the voluntary private and commercial sectors;
9. plan and support research;
10. establish an advisory body;
11. maintain contact with other provinces and territories.

The municipal role is defined as being to ensure the availability of the broadest range of recreation opportunities for every individual and group consistent with available community resources. Essentially, municipalities would:

1. establish municipal recreation authorities;
2. be aware of, and make public, all relevant community resources and recreation opportunities;
3. provide incentives and services to the programs;
4. undertake regular assessment to determine community needs;
5. make every effort to provide for unmet recreation needs through development of initiatives by existing community groups, community associations, private and commercial sector and direct involvement.

Municipal governments are closest to the people; they are likely to respond more flexibly, more quickly, and more effectively to the needs of the community in matters of recreation. For this reason municipalities are the primary public suppliers of recreation services.

The scope of recreation opportunities normally provided by a municipal recreation authority usually is broader than that encompassed by provincial departments of recreation. Opportunities for participation in crafts, performing arts, sports, outdoor recreation, as well as access to museums, parks, seniors' activity centres, libraries and heritage resources, can all come within the mandate of a municipal recreation department.

Current Recreation Legislation:

Recreation is referred to in at least four pieces or provincial legislation.

The Municipal Act allows the council of any municipality to pass by-laws for the establishment of a recreation commission which is responsible

for planning, establishing and carrying out a public recreation program. The authority extends to the acquisition of land, the building and the maintenance of facilities, the acquisition of equipment, the hiring of a recreation director, and the ability to access local financing for these purposes. No municipality is compelled to provide recreation services. There is no reference to standards, and there is no expectation set respecting the social value of programs. This piece of legislation is the prime authority for delivery of recreation services by municipalities.

The City of Winnipeg Act mandates the provision of social services to the residents of the City of Winnipeg. More specifically, a Parks and Recreation Department is established and policies adopted by council allow for the collection of fees, provision of grants and provision of recreation services.

The Act Respecting Fitness and Amateur Sport provides authority for the government to undertake programs or projects to promote, encourage and develop the fitness of, and the engaging in, sport by the people of the province.

The Northern Affairs Act provides for "recreation facilities including parks" within the definition of local services.

All references in these existing acts are of a permissive or enabling nature and tend to carry either a facilities or parks bias. There are no reflective statements or principles which might relate to what is now seen as a primary drive behind recreation of the 80's and 90's - the improvement of the quality of life for Manitobans.

Programs and Services Delivered by the Recreation and Regional Services Branches of the Department of Culture, Heritage and Recreation:

The Recreation Branch exists to cultivate the development of recreation opportunities throughout Manitoba by promoting the effective and efficient use of human, financial and physical resources. The branch focuses on addressing the needs of special populations, and by promoting an awareness and understanding of recreation. This branch works in conjunction with the **Regional Services Branch**, whose principle objective is the establishment and ongoing support of strong, community-based organizations at the municipal, district and regional levels.

The work of these branches had included a number of programs which have evolved through the years in order to assist communities in their recreational development needs. Their functions include:

Consultation

- Regional Services provides a community development consultative service through rural and northern Manitoba, from eight regional offices located in Brandon, Morden, Beausejour, Gimli, Dauphin, Thompson, The Pas and Flin Flon. Staff are responsible for community contact related to the delivery of programs, grants and services on behalf of nine branches of government in two separate departments.

- Emphasis in program delivery and consultation is towards supporting the leadership and resource development capacities of groups, and to facilitate awareness of local government responsibilities. This consultation takes place with organizations such as regional sport associations, community cultural councils, museum and library boards, and municipal councils.

- The Fitness and Sport development programs of Manitoba Health and the Manitoba Games are delivered through regional offices. Coordination with rural and northern staff in the education, health and social services fields enables joint projects to be undertaken. Cooperative working relationships have been established with the Provincial Gerontologist, the Decade of the Disabled Coordinator, and provincial and federal departments such as Education, Labour, Employment Services and Economic Security, Communications, and Indian and Northern Affairs.

- Recreation Branch staff act as a resource to regional offices providing specialized consultative services to individuals, communities, and regional and provincial organizations concerned with seniors, youth, the disabled, facilities development, volunteer and professional development, as well as general recreation matters.

Training

- Developmental support to communities, local, regional or provincial organizations and Recreation Directors is provided through leadership training opportunities which recognize the integral role of volunteers in the design of programs.

- The following specific training programs have been developed to meet the needs of recreation directors from communities outside of Winnipeg, youth leaders from provincial associations, facility managers and operators, and other regional staff.
  - Recreation Directors Training Workshops
  - Youth Takes the Lead in Training
  - Facility Management Diploma Courses
  - Facility Workshops.

  These programs are planned and designed by those who participate in them, in consultation with the Recreation Branch staff.

- In the past decade, the Recreation Branch has recognized the evolution of thousands of volunteer organizations providing leisure services at all levels throughout Manitoba. To enable organizations to operate more efficiently and effectively, the branch has developed a Volunteer Board Development Program with ten specific training modules. In order to deliver the training modules broadly throughout the province, the Recreation Branch has trained resource leaders to conduct the following special workshops and programs:

  Trainers for Trainers I, II, and III; Skills Training for Trainers; Trainers Exchange; and the one-year Apprenticeship program.

Any community or volunteer organization providing leisure services can access, through the Recreation Branch, resource leaders and materials to operate board development workshops for nominal costs.

Grant Programs

- There are numerous grant programs offered throughout the Department of Culture, Heritage and Recreation. These range from the community arts support, ethnocultural through heritage support, the oral history program, library operating support, to project grants in all fields, primarily to stimulate rural activity. Regional Services staff ensure that information about these programs is disseminated widely throughout the province.

- Additionally, the department administers the Rural Recreation District Grant Program wherein a grant is awarded to assist three or more municipal corporations and a minimum of one school division to form a recreation district and a hire a full-time recreation director. Grants have averaged $10,000 per annum and are calculated according to a formula.

- As well, operating grants are provided to Provincial Recreation Agencies to assist them in developing recreation programs throughout the province. More limited financial assistance is also available for initiatives designed to increase awareness of recreation needs of youth, seniors, and the disabled, as well as promote the development of appropriate opportunities.

Other Support

- Activities and support to special needs groups and organizations have also included sponsorship of a number of conferences. The Recreation Conference for Community Volunteers, for instance, is developed and delivered by the Recreation Branch in cooperation with the Manitoba Parks and Recreation Association and a volunteer organizing committee. This conference enables recreation volunteers from outside Winnipeg to come together for training opportunities and to exchange information on an annual basis.

- Staff of Regional Services and the Recreation Branch also assist in the planning and delivery of regional recreation conferences which enable recreation volunteers and professionals and municipal councillors to come together to discuss common interests and concerns related to the delivery of recreation services at the municipal level, and to participate in workshops from the Volunteer Board Development Program.

- In 1987, a volunteer committee sponsored by Manitoba Culture, Heritage and Recreation planned and organized a conference focusing on the barriers faced by Manitobans with disabilities and/or special needs who seek opportunities for recreation and leisure, wherever in the province they may be located. The purpose of this conference was to develop practical solutions for dealing with these barriers.

DIRECTIONS FOR A RECREATION POLICY

The Principles

The creation of a policy on recreation must have as its basic tenet the recognition of the importance of the recreation system's capacity to invest in people and improve their quality of life. The Manitoba Government affirms the assertion of the Interprovincial Recreation Statement that "Recreation has an almost unlimited potential to develop life skills through enjoyable experiences; create cohesive communities; and promote and maintain healthy and independent lifestyles which contribute significantly to the quality of life in Canada." During the consultation tour of Manitoba, the Minister's presentation included various principles which would guide the formation of such a policy. These principles have been affirmed throughout the consultation process.

The principles which frame this document include the belief that:

- recreation is a social service in the same way that health and education are considered as social services, and recreation's purpose should be to assist individual and community development, to improve quality of life, and to enhance social function;

- within a community, all people have the right to the same access to recreation services and goods;
- recreation needs are best determined by the community needing services;
- policies must be developed in full consultation with the community;
- it is the responsibility of all levels of government to assist people to learn, to grow, and to become more independent, and to support the right to choice, self-determination and dignity.

The Manitoba Government confirms its agreement with the definition of recreation accepted by the provinces and territories in the interprovincial statement, being, "all those things that a person or group chooses to do in order to make their leisure time more interesting, more enjoyable and more personally satisfying."

Recreation need not be seen as an end in itself, but can also be seen as a means to achieve certain social goals - for example, the development of a cohesive community, or the strengthening of communication and sharing of experiences between individuals, or the development of individual potential. In discussing the benefits of recreation in people's lives as the following section attempts to do, the delivery system develops a clear role as a legitimate intervention mechanism in a social service system and as a method to assist people in fulfilling certain needs in their lives.

The Benefits of Recreation

The benefits of public recreation are numerous. There are social, individual, environmental, economic, and community benefits. Although current research has documented these benefits well, there remains a challenge to ensure that it is recognized at all levels of government and within the community that recreation is a legitimate health or community service.

Recreation is no longer associated simply with summer playground activities. Individuals and communities today are faced with change, transitional family structures and social values, and an uncertain, uncharted future. In a society where some feel they are losing personal control over certain facets of their lives, recreation activities contribute a great deal to balanced individual growth. Recreational activities, whether they be in cultural, sport or other leisure fields, have an unlimited potential to develop life skills, create cohesive communities, function as a core therapeutic intervention, fill voids in people's lives, and promote and maintain healthly independent lifestyles. This potential, which is now just beginning to be tapped, can contribute significantly to our quality of life.

There is no doubt that recreation is a factor influencing health. Only about one-quarter of all illness and disease is a consequence of basic biology and the organic makeup of the individual. The remaining three-quarters of all health problems are the result of the workplace, the environment, and various lifestyle realities.

For individuals and families, today's world is a complex mix of technological change, information overload, an increasingly complicated social environment, and the inherent stresses and joys of trying to cope with daily living. Health is inseparable from the way in which people function on a day to day basis. People who have healthy lifestyles are those who have the ability and opportunity to develop both the sense of psychological, social, spiritual and physical well-being and the skills which enable them to function in their environments with minimal stress.

Recreational activities have also the potential to eliminate stereotypes and misconceptions, to promote a broader understanding, tolerance and even acceptance and inclusion of various enthnocultural communities, the disabled, natives, the elderly, youth and the poor. Interaction and communication can help us to move toward a society which is free of discrimination and open to all Manitobans.

Demographic Changes and Barriers to Participation

1. **Older Population:**

Manitobans are living longer and some are retiring earlier. In 1984, 12.3% of Manitoba's population was 65 or more years old. This percentage, which is much higher than the national average now, is predicted to rise to approximately 14.8% by the year 2000.

Different regions in Manitoba have different demographic profiles. In the Interlake, for example, 25% of the population today is over fifty years of age. Demographics will continue to change. The life expectancy in Manitoba is expected to increase to 81.3 years for females, and 75.1 for males by 1996.

As a result, the growth in recreation services is also occurring in hospitals and nursing homes throughout Manitoba. Concomitant with that growth is an increase in the need for information and training, and coordination between those who train and work in the recreation, health and social service fields.

2. **The Disabled:**

In a recent review of services conducted by the Department of Community Services and the Society for Manitobans with Disabilities, a set of definitions for the disabled was developed with input from a variety of consumer groups and service providers. These definitions can be utilized to

broaden the perspective of the recreation delivery system respecting services to the disabled.

The needs of the disabled are complex. Among the disabled are those persons who are provincial wards. Some live isolated lives in institutions. Some, like those with Muscular Dystrophy, have a very short life expectancy. It is important that the individual's physical, emotional and recreational needs are met.

Training for working with the disabled is more intense than that of most other recreational programs due to the added physical needs of the participants and the high risk population served. Many of the individuals require assistance in dressing, bathing, feeding, etc. Staff must be equipped to deal with emotional needs of the participants as well. The recreation setting offers a very relaxed and non-threatening environment and allows many individuals to fulfill the need to share their feelings about the issues they must deal with in everyday life.

For the disabled, recreation is often the one area in which they can experience a sense of achievement and success. It presents the opportunity for the individual to explore what they can do rather than focus on "curing" a problem. It allows attention to be addressed to an individual's strengths, abilities, and uniqueness rather than on disabilities.

The issues of integration or "mainstreaming" increasingly confront the recreation service system and it is critical that these issues become better understood in order to develop a system that is responsive to current needs. Consultation with representatives of the disabled community will be necessary to ensure their right to access to recreation programming. The needs of the disabled community are not "special needs", but rather are needs similar to mainstream recreation service receivers.

3. **Ethnocultural Communities:**

Manitoba is a strong society composed of a variety of people from culturally diverse backgrounds. On average, Manitoba which has approximately 4% of the Canadian population receives about 4% of the total Canadian immigration. In 1985, approximately 3,000 immigrants and refugees arrived in Manitoba.

Manitoba's multicultural programs have encouraged many ethnocultural communities to promote actively and preserve their cultural backgrounds. These activities have resulted in a strengthening of the rich multicultural foundation of the Province of Manitoba. Over the past ten years, the

number of enthnocultural organizations has increased dramatically with concurrent activity in the performing arts, heritage language, history and special events.

In order for the recreation system to be able to meet the needs of our ethnocultural communities, a sensitivity to cross-cultural experiences will be necessary to ensure equality of opportunity. The question is not whether Manitoba's ethnocultural minorities are participating in the recreation delivery system's traditional programs, but whether its benefits for personal growth and quality of life are being made available to this segment of our population.

4. **Native Concerns:**

The statistics reflecting the position of the native peoples in our society are dramatic and deeply disturbing. The suicide rate for the Indian population is five times that of provincial averages. Life expectancy for Manitoba Indians is 10 years less than that of the national population. On remote reserves, 85% of homes have electrical service but only 1% have running water and/or indoor plumbing. The unemployment rate on remote reserves is between 35 to 40%; it is estimated that 65% of those employed are casual or part-time workers. The unemployment rate for the Indian population is estimated at between five to seven times the non-Indian population.

The data on education attainment suggests between 30% and 50% of the population of Indian communities have an education of Grade 8 or less.

Many native communities believe in the principles of self-determination for their people. As a result, there has been a concerted effort to establish programs and services which have multiple objectives - for example, the provision of recreational opportunities where local talent is encouraged to develop and where contact is fostered between individuals of different age groups and ethnic origins so that linkages are built and racist stereotypes combatted.

There remain however special and distinct needs in towns, cities and reserves throughout Manitoba to develop programs and opportunities for self-growth and social change. The challenge for the recreation delivery system is to be aware of the cultural values of the native communities and to ensure that the skills, information, and resources of the recreation profession are deployed to improve the quality of life.

5. **The Economically Disadvantaged:**

Although income disparities among groups and individuals remain a pressing issue facing many Manitobans and a number of policies and programs have been put in place to alleviate these inequities, equality of opportunity and resources will continue to be a goal for years to come. The elderly, the disabled, the native and ethnocultural communities are predominant in the economically-disadvantaged group.

One of the fastest rising populations in Canada facing poverty, however, is the single parent family. In 1981, they numbered 713,820 or 11% of all Canadian families. Approximately 85% of single-parent families are now headed by women, and approximately 50% of these have incomes below the poverty line. Both parents and children in this group have unique recreational needs and limits to their participation.

The barriers encountered by the economically disadvantaged in all aspects of society are serious enough to demand special attention. As a basic social service, a recreation system which does not attempt to introduce measures which take into account the need to improve opportunities and the quality of life for the economically disadvantaged fails to meet basic social standards.

Other Issues Impacting on Recreation Directions

The technological revolution is also changing our world. The advent of affordable satellite dishes and home entertainment units appears to be bringing about significant changes in the social interaction patterns of our communities.

Changes in the workplace, its structure, and the availability of relevant and meaningful work have been substantial developments for the Canadian workforce. For affected workers, this has translated into increased leisure time. Sometimes this has been imposed on the worker either through unemployment, early retirement, job obsolescence, or through the evolution of the shorter work week.

Combined with the shorter workweek, many unions have been successful in bargaining for longer vacation periods. Additionally throughout Canada, between the mid-1970s and the early 1980s, service sector jobs increased significantly. About 20% of jobs in the service sector are now of a part-time nature.

As traditional jobs have evaporated with advances in technology and changing world conditions, workers have been forced to face the insecurity and stress of unemployment. This has affected not only the individual and families but has sometimes affected entire geographic regions.

As a result, Manitobans have many additional hours to fill with recreational activities, and societal benefits of recreation as previously discussed become more attractive.

PROGRAM DIRECTIONS

General

Provincial program directions must be designed within the parameters of the principle of a shared responsibility for recreation among the federal, provincial and municipal governments. This concept is explored on page 10, and restricts the extent of the provincial government's option to consider involvement in direct programming.

It was affirmed throughout the consultation process that the municipality continue to be the prime supplier of and have primary responsibility for direct recreation services. The discussions also made it clear that a stronger coordination and leadership role is required of the Province of Manitoba. Clearly the call has been made for improved coordination of policy and program delivery standards between the provincial and municipal governments, and the provincial and federal governments.

As a social service, it would be expected that recreation services would be accessible to all Manitobans. It is worth noting, however, that under Provincial legislation, no municipality is compelled to provide recreation service. The principle of allowing municipalities to opt in is in conflict with the principle of accessibility to recreation services for all Manitobans.

Many thoughtful and considered suggestions arose throughout the consultation process. It is the intent of the following sections to provide concrete recommendations based on that feedback, relating them to the government and/or organization responsible. These recommendations are submitted for discussion purposes.

Recommendations for Directions of Recreation Services

1. RECREATION EDUCATION AND TRAINING

The Province believes in the necessity for adequate training for recreation professionals in order that the quality of recreation services, and ultimately, the quality of life in Manitoba is enhanced.

The Province believes that adequate training includes courses concerning recreation needs of the elderly, the disabled, the ethnocultural communities, natives, and the economically disadvantaged so that the concept of recreation expands beyond the notion that it is an end unto itself, to the incorporation of an understanding that it is also a means to an end.

The Province also believes that upgrading and refresher courses should be available to the professionals and volunteers already in the field.

Therefore, the Province **recommends:**

a. That Manitoba Culture, Heritage and Recreation take steps to broaden further the access to **volunteer training** to volunteers in all areas of endeavour involving leisure and quality of life improvement.

b. That Manitoba Culture, Heritage and Recreation, through the **facility managers and recreation directors training programs,** take further steps to broaden the range of consultants available to carry on these programs. The Department will do so through the identification and training of additional external trainers and through the development of external organizations to run applicable programs. Additional leadership in the content of such programming will be explored, including the introduction of **cross-cultural awareness modules and modules respecting the development of a strong sensitivity for the concerns of the disabled.**

c. That Manitoba Culture, Heritage and Recreation **develop standards** so that programming delivered by the Department, and by external organizations and consultants maintains quality levels of service. These standards must include issues of accessibility, qualified and/or knowledgeable resource people and certification levels.

2. RESEARCH ON RECREATION

Over the past decade, Manitoba has relied on research conducted in other provinces, and in some parts of the United States, as a means to support recreation planning at the provincial and community levels. However, few other provinces have the same population configurations, historical development, and cultural mix as Manitoba. While it will continue to be a priority to utilize research being undertaken by other provinces, there is nonetheless a growing need to undertake research which would enable recreation to be assessed from the province's own social perspective.

Manitoba-produced recreation research would provide the municipal and provincial governments, and the provincial and local recreation associations with much needed information on the needs of the ethnocultural communities, the disabled, youth, seniors, and the economically disadvantaged, on facility design and maintenance, on trends and the effectiveness of programs, services and training. Research would facilitate better planning and would enhance the capacity of both provincial and municipal governments as well as provincial organizations to deliver services. New research into the recreational needs of special populations would assist the Province to coordinate strategies with municipal governments more appropriate to meeting those needs.

To that end, the Province **recommends:**

That the Department of Culture, Heritage and Recreation, undertake where possible, through the universities and/or through qualified professionals, **research on recreation which will assist Manitobans to recognize their own unique needs and priority areas.**

3. PROVINCIAL RECREATION ASSOCIATIONS GRANT PROGRAM

Within Manitoba, there are a number of provincial organizations involved in developing and delivering recreation programs province-wide. In the late 1970's, the Department of Fitness, Recreation and Sport designed criteria for managing a provincial recreation agency grant program. Currently eight agencies are funded.

This program has remained frozen in time over the past years. Funds available will not be able to grow to meet expanding needs within existing criteria.

The Province has concerns respecting the broad application of this program. It will be necessary to review the program to ascertain a more appropriate means to direct funds to the new and emerging needs of recreation in Manitoba.

Therefore, the Province **recommends:**

That Manitoba Culture Heritage and Recreation **reassess the provincial recreation associations grant program** to ensure it meets future needs for Manitobans and efficiently utilizes available resources.

4. INFORMATION/RESOURCE CENTRE

During the consultation process and throughout the regional tour, repeated requests were made for the Province to make its materials available through a resource centre for the sharing of recreation research, literature, and video materials. The provincial government continues to hold a vast quantity of resource material and makes it available on request. However, there is no centralized resource centre within the province for public use.

Therefore, the Province **recommends:**

An **assessment of the resource material needs of the recreation profession, the public, leisure organizations and universities and an assessment of alternative organizations capable of acting as a resource** to identify the most efficient means to provide Manitobans access to the province's recreation resources.

5. PROMOTION OF RECREATION

During the consultation process, community spokespersons, recreation proressionals and local politicians alike expressed concern over the general lack of awareness on the part of the public of the benefits to be gained from recreation. A number of recreation professionals expressed concern that politicians tend to think only of facilities when they think of recreation. There was general consensus that the goals for recreation would be enhanced if its definition, expectations, benefits, and impact on the community were more broadly known.

It is felt that the community would have greater expectations of the recreation system, and community support and involvement would be enhanced if a program on the promotion of recreation were established with the goal of increasing the public awareness.

Therefore the Province **recommends:**

a. That the province undertake to **increase the profile of Recreation** in Manitoba through the development of a new provincial recreation policy and through provincially directed communications efforts.
b. That the **Department of Culture, Heritage and Recreation utilize programming opportunities so as to increase Manitobans' awareness of the benefits of recreation.**

6. FACILITIES

At a number of meetings during the regional tour, there was a predominant concern about the availability of provincial support for the development and operational financing of local facilities. While the province, through the Manitoba Community Places Program, is committed to supporting communities with the capital costs of facilities, it has not committed monies for operational grants. A fundamental premise underlying the development of community facilities is that communities must design facilities to the level which they can maintain. In this context, the province will not be introducing any programs in the foreseeable future that would provide communities with operational supports for facilities.

It is important to note that facilities in themselves do not result in opportunities for self-growth or improvement in the quality of life. It is the quality and breadth of programming which most directly have an impact upon opportunities for self-growth and quality of life.

Nonetheless, facility development and improvement does have a role to play in the provision of adequate recreation services. In recognition of that role and of the strong community interest in improvements to local facilities, the Province of Manitoba introduced the **Manitoba Community Places Program** in 1987 as a means to support community-initiated capital projects.

One of its principal purposes was to assist Manitobans to reduce the burden of facility upkeep through modifications and improvement to existing facilities, as well as to develop new facilities. The Manitoba Government will continue to provide consultation to communities related to operation and design concerns for facilities.

The Province of Manitoba **recommends:**

a. That the **Manitoba Community Places Program,** while meeting its goal of assisting community groups to implement medium and long-term facility development plans, reflect a priorization of intiatives which address the needs of the disabled in Manitoba.

b. That **Manitobans be encouraged to recognize a wider range of special populations when planning public facilities in the future.**

7. COORDINATION AT THE PROVINCIAL LEVEL

It has been suggested that in order for the province to build an "integrated viable delivery system, linking together all parts of the system" as noted in the Inter-provincial Recreation Statement adopted by provincial governments in 1983, the provincial government should amalgamate all services that relate to recreation into one single department.

Currently, within the Manitoba Culture, Heritage and Recreation Department, recreation services are found in the following areas: **Cultural Resources** (including support for rural arts development, ethnocultural heritage support, funding to the province's major facilities, funding to the Manitoba Arts Council, festivals, etc.), **Public Library Services** (including financial and consulting support and development to Manitoba's rural and urban libraries), **Historic Resources** (including research into Manitoba's history, archaeology, building designation and preservation, support to provincial historical organizations and museums development), **Recreation** (including training module development for all non-profit sectors, provincial recreation organizations, facility planning support), **Community Places** (supporting community facility development through consultation and grants), and **Regional Services** (serving as the community delivery mechanism for departmental programs, grant consultation, grants to recreation districts).

In the suggestions to roll all recreation services into one department, the Fitness Branch and Sports Branch in the Department of Health were frequently cited as branches that belong with recreation and a quality of life focus.

It is also notable that more than 50 cooperatives have been established throughout Manitoba to provide recreational services, including parks, museums, artistic groups, sports facilities, etc.

However, there are numerous other examples of programs in other departments which bear a similar relationship. For example, under Health, programs offered by the Provincial Gerontologist and the Community Health Services Division; under Agriculture, 4-H and Youth; under Business Development and Tourism, Regional and Community Development; under the Civil Service Commission, Development and Training; under Community Services, Community Social Services Division; under Education, Curriculum Development and Post Secondary, and Adult and Continuing Education; under Employment Services, Employment Services Division; under Municipal Affairs, Municipal Advisory and Financial Services; under Urban Affairs, Policy Coordination; under Northern Affairs, Local Government Development Division; and under Natural Resources, Parks.

While the link to recreation planning and services of each of these departments varies, there clearly is a strong relationship between these program areas and the development of strong and vibrant communities where opportunities exist for development and improvement in quality of life.

In order to address the need to coordinate provincial responsibilities with respect to recreation services, the Province of Manitoba **recommends:**

The Department of Culture, Heritage and Recreation implement at the Deputy Minister or Assistant Deputy Minister level a committee which would review inter-departmental recreation services and provide a method by which these services would be coordinated.

8. COORDINATION AT THE MUNICIPAL LEVEL

During the consultation process, the coordination role of the municipal recreation delivery system was discussed frequently. The word "coordination" carried different connotations for different people. For some, it meant to "facilitate the development of community activities"; for others, to "control or funnel all activities in the community". Communities and their existing levels of structures for delivery of services vary widely from region to region. It is necessary that Manitoba communities have the latitude to design the necessary unique voluntry and staffed structures pertinent to their own community.

Therefore, the Province **recommends that the Recreation Delivery System adopt the following principles for community recreation services:**

a. **That recreation is a community social service.**
b. **That recreation goes beyond the delivery capacity of any one organization or any one delivery structure.**

c. That the recreation delivery system exists to gain for its communities the greatest possible range of services.

d. That it be recognized that the delivery of a broad range of high quality services may depend on the recreation system's supporting the development of non-profit boards and volunteer groups not under their direct control.

e. That the recreation delivery system be seen by local governments and residents as their most appropriate means to support the development of strong community organizations.

9. RECREATION DISTRICTS GRANT PROGRAM

The Recreation Districts Grant Program was designed to assist communities to surpass the program limitations which might have followed Manitoba's scattered population development. It was intended the province would provide financial assistance to a number of municipaltities to coordinate services and that this assistance would enable municipalities to receive the benefits of recreation programming, increasing with time their own commitment to funding.

The program did not require specific performance or financial commitment of municipalities. Some communities have geographic limitations in meeting eligibility criteria; others face significant economic constraints. What exists is a delivery system with evident disparities from region to region. For example, data from March 1987 indicates a salary range for Recreation Directors of betweeen $10,000 to $31,000.

The Province of Manitoba reaffirms the expectation that qualified, trained recreation professionals should be compensated at rates which adequately reflect their education levels.

The Province also recognizes that the criteria for the formation of a recreation district may be problematic for some communities and that criteria may need to be redesigned to correct inherent problems.

Therefore, the Province **recommends:**

a. That the **Department of Culture, Heritage and Recreation revise the criteria governing the Recreation Districts Grant Program to require appropriate contributions from municipalities and so as to put in place adequate standards of financing, program delivery, and reporting to local governments and from there, to the provincial government for accounting of funds and related output.**

b. That the **Department of Culture, Heritage and Recreation review the structural requirements for formation of a Recreation District.**

c. That the **Department of Culture, Heritage and Recreation explore a mechanism or mechanisms to support improved services for remote communities.**

10. LEGISLATION

As noted previously, legislation in Manitoba respecting Recreation can be found in at least four different statutes. Most of these references are now dated in that they refer to recreation primarily in terms of facility and park development.

Only the City of Winnipeg Act deals with recreation as a social service. Both recreation's mandate and the expectations of local communities have evolved so much over the past decades that there has been increasing concern that legislation provide more of a mission to policy-makers, service providers and the community at large.

To that end, the Province of Manitoba **recommends:**

That the Department of Culture, Heritage and Recreation undertake a comprehensive review of existing legislation in other provinces and consult with organizations affected by existing legislation in order to assess whether alternate legislation should be developed over the long term which would better reflect trends and expectations of the recreation field.

11. SPECIAL NEEDS

As a publicly funded structure, the recreation delivery system has more than a usual mandate to ensure its benefits are received by the community as a whole and does not by intent or by omission poorly serve specific groups of people. Special care must be taken to ensure programs are reviewed to remove any identifiable barriers which would exclude Manitobans of different cultural backgrounds, economic status, age, sex, and level of physical ability.

In 1986, Manitoba Culture, Heritage and Recreation introduced to the Civil Service Commission and other provincial government departments, the concept of cross-cultural education, so that program planners and implementers could recognize cultural barriers in program designs. In recognition of its coordination mandate in the recreation delivery system, Manitoba Culture, Heritage and Recreation will take a stronger role in educating others about barriers to program benefits.

To that end, the Province **recommends:**

a. That **Manitoba Culture, Heritage and Recreation develop a module for community organizational training in cross-cultural awareness and introduce the module in the department's training programs.**

b. That **Manitoba Culture, Heritage and Recreation develop a module for provincial government departments and community organizations in recognition of the barriers facing the disabled and the changes required in order to meet their needs, utilizing that module in the department's programs.**

12. THE ESTABLISHMENT OF A PROVINCIAL ADVISORY COUNCIL ON RECREATION

In order to improve communication between municipal jurisdictions, the province, provincial organizations and special needs groups on both policy and program implications, the Province **recommends** pursuing the development of the concept of an advisory council responsible to report to the Minister.

If established, consideration of the council's mandate and make-up would include components such as:

a. A twelve member body appointed by the Minister of Culture, Heritage and Recreation for two year terms of office.
b. Composed of provincial recreation associations, municipal governments, recreation directors, recreation educators, volunteers, provincial government officials, and community members, and be representative of urban and regional interests.

The Council on Recreation would be mandated to:

a. Advise the Minister of provincial needs in the area of recreation.
b. Recommend priorities for action in meeting these needs.
c. Evaluate the effectiveness of the recreation service delivery system.
d. Assist in the development and modification of province-wide standards.

CONCLUSION

In a very real sense, this paper and the process leading up to its creation, have focussed attention on the link between recreation policy and every other aspect of public policy. Recreation is about how our communities are enriched by their members and how we can be enriched through recreation. Because of the scope of this mandate, no single study or policy can hope to be conclusive.

The public tour, the meetings, and the briefs submitted to the Minister of Culture, Heritage and Recreation, were a journey of discovery. Each individual who raised issues and concerns, each idea that was presented, opened up new possibilities and raised new challenges.

This report therefore is the beginning of a process, not the end. The creative instinct behind it came from the hearts and minds of all Manitobans who have an investment in making Manitoba a good place to live, a place where quality of life issues are in the forefront, a province made up of vibrant and unique communities. This document has shown some directions and made some specific suggestions, but the shape of recreation policy in Manitoba will be determined by the creative spirit of those who implement the recommendations and deal with the new challenges which will inevitably be raised. A journey has begun but the most difficult part lies ahead.

This paper attempts to capture the spirit of Manitoba. It is a remarkable province. The recreation policy which will evolve from the consultation process must always keep in mind this special quality which defines Manitoba: our sense of community which the people of our province have forged through adversity; our spirit of independence developed by people of different cultures who have had to build and create for themselves and the community; our pride which is deeply felt in the building of generous and tolerant society.

As the policy development process now moves into its final stage with public feedback on this paper, these qualities will enhance the ability of our communities and of all levels of government to raise their commitment to increasing opportunities and improving the quality of life for Manitobans in the 1990's.